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ABSTRACT

The pamphlet's eight chapters review the results of a survey of community colleges, discuss some of the strengths of community colleges as they pertain to manpower training, and identify problems encountered in the operation of training programs. In addition, the development, organization, and operation of comprehensive manpower training skills centers in community college settings are analyzed. Also examined are examples of alternative approaches to skills center structure and the significance of manpower planning to manpower training programs in community colleges. Relationships between community college philosophy and relevant legislation are discussed, and suggestions are offered for the expansion of community college participation in manpower training. The author believes the publication will prove useful to legislators, Federal and State administrators of manpower programs, planners of economic development, manpower area planning councils, and to community college boards and administrators. (Author/NH)

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MANPOWER TRAINING IN COMMUNITY COLLEGES

by Andrew S. Korim

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American Association of Community and Junior Colleges
One Dupont Circle, N.W.
Washington, D.C. 20036

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Foreword

Untrained and undertrained manpower serves to handicap the stability and growth of the nation's economy, creates personal hardship on the individual and families concerned, and contributes to social dislocations. Manpower training programs as developed under the Manpower Training Act of 1962, and the various amendments to this legislation, have provided training to untrained and undertrained persons, and to persons needing retraining, thereby reducing the negative economic and social effects. Community colleges, junior colleges, and technical institutes have served as training sites for such programs. Yet, the extent of the participation, the advantages and disadvantages, and the issues and concerns associated with the participation of the nation's more than 1,100 community colleges, junior colleges, and technical institutes in manpower training programs have been generally unknown. This report answers some of these questions.

The chapters review the results of a survey of community colleges, discuss some of the strengths of community colleges as they pertain to manpower training, and identify problems encountered in the operation of training programs. Additionally, the development, organization, and operation of comprehensive manpower training skills centers in community college settings are analyzed. Examples of alternative approaches to skills center structure are examined. Furthermore, the significance of manpower planning to manpower training programs in community colleges is discussed.

The consistency of the community college philosophy with the intent and methods of manpower training programs, as specified in legislation and program guidelines, is discussed. The interrelationships between the community college commitment to open-admissions, diverse training and education alternatives, individualized supportive services and the regularization of manpower training programs in community colleges are cited. Suggestions for the expansion of community college participation in manpower training are offered.

Hopefully, this publication will prove useful to legislators, to federal and state administrators of manpower programs, to planners of economic development, to manpower area planning councils, and to community college boards and administrators. Further, in turn, it is hoped that improvements in services to persons participating in manpower training programs will result.

The Association is grateful for the cooperation of the 635 community colleges, junior colleges, technical institutes, and other two-year institutions which returned the survey questionaire, thus providing the basis for much of the content in this publication. Martha Harris, Howard Matthews, Ann Donovan, William Bowers, and Ronald Tarlaian and other staff members of the Division of Manpower Development and Training, Bureau of Occupation and Adult Education, U.S. Office of Education, provided valuable direction to the study.

A number of persons served as consultants and reviewers for the project. Others provided detailed information on their programs. The Association is grateful to these persons for their contributions. Special notice should be accorded Richard Byerly who served as chairman of the team of consultants.

Important services were provided by a number of staff members of the Association. Data processing for the study was conducted by Aikin Connor. William Harper and his staff coordinated the publication details. Others who gave valuable assistance were Ann Maust, William Shannon, Kenneth Skaggs, and Richard Wilson. Mary Yenchick provided secretarial services. Deep gratitude is due all of them for their fine cooperation.

Andrew S. Korim
Director of Manpower Project
American Association of
Community and Junior Colleges

Acknowledgements

William M. Boast
Dean, General Studies
Red Rocks Campus
Community College of Denver
Golden, Colorado 80401

James D. Broman
Director
Chicago Skill Center
City Colleges of Chicago
Chicago, Illinois 60601

Richard L. Byerly
Director of Research and Development
Des Moines Area Community College
Ankeny, Iowa 50021

Anthony F. Calabro
Director, Special Programs
Community College of Denver
Denver, Colorado 80203

Robert Dabney
Director
East Bay Skills Center
Peralta Community College District
Oakland, California 94610

Arno DeBernardis
President
Portland Community College
Portland, Oregon 97219

Alfredo G. de los Santos Jr.
President
El Paso Community College
El Paso, Texas 79998

Gerald A. Gartman
Director
Manpower Skills Center
Mississippi Gulf Coast Junior College
Gulfport, Mississippi 39501

George F. Genz
Assistant Director
Southern Nevada Manpower Training Center
Clark County Community College
Las Vegas, Nevada 89106

Charles A. Gilmore
Chief, Municipal Employees Training Division
Bureau of Local Government Services
Pennsylvania Department of Community Affairs
Harrisburg, Pennsylvania 17120

John F. Grede
Vice Chancelor
Career and Manpower Programs
City Colleges of Chicago
Chicago, Illinois 60601

Byron Hamilton
Director
Des Moines Skill Center
Des Moines Area Community College
Ankeny, Iowa 50021

Anthony F. Mercurio
Assistant to President
Bristol Community College
Fall River, Massachusetts 02720

John S. Owens
District Director of Occupational Education
Dallas County Community College District
Dallas, Texas 75202

John F. Prince
President
Maricopa County Community College District
Phoenix, Arizona 85004

William L. Ramsey
District Director
Milwaukee Area Technical College
Milwaukee, Wisconsin 53203

Robert L. Rathfon
State Supervisor
Manpower Development and Training
Delaware Technical and Community College
Dover, Delaware 19901

Walter L. Schwaar
General Manager
Clearfield Division
Thiokol Corporation
Ogden, Utah 84403

Nancy Swadesh
Director
San Francisco Skills Center
San Francisco Community College District
San Francisco, California 94103

Nash O. Thompson
Skills Center Director
San Antonio Area MDTA Skills Training Center
San Antonio Union Junior College District
San Antonio, Texas 78205

Richard L. Young
Director
Portland Skills Center
Portland Community College
Portland, Oregon 97219

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I. Introduction

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Manpower Training

The Manpower Development and Training Act of 1962 marked the beginning of a national effort to train unemployed and underemployed persons for entry or re-entry into the labor market. Prior to this act, the Federal government's involvement in unemployment concentrated on using fiscal and monetary policy in such a way as to stimulate the economy sufficiently to create a demand for more labor which would, theoretically, reduce unemployment.

Under the Employment Act of 1946, full employment had become a national goal. The emphasis on fiscal and monetary tools was based on the rationale that if the demand for labor were kept high, the human reservoir would, on its own, develop the skills needed to fill the positions. However, this approach did not directly confront the issue of structural unemployment; that is, unemployment which arises when the worker lacks the requisite skills. (This is unlike unemployment which results from a lack of jobs.) Although gross national product rose year after year, unemployment continued to plague those who had not utilized the existing training and education opportunities offered by private and public educational institutions.

MDTA broadened the government's focus to include not only the demand side of the employment equation but also the education, training and other aspects of the supply side. The act provides for retraining those persons with obsolete skills in new skills which are or will be in demand.

The institutional training program funded under MDTA has been operated largely by public and private schools and has played a major role in providing occupational training and educational services.

Primary responsibility for institutional training is placed by the act with the Secretary of Health, Education and Welfare. Other aspects of the program—notably the selection, payment and placement of trainees—are the responsibility of the Secretary of Labor. Operation of the institutional manpower training program has been delegated by the Secretary of HEW to the Office of Education, where it is the responsibility of the Division of Manpower Development and Training in the Bureau of Adult, Vocational, and Technical Education.

The act states that individuals may be referred to training in occupations determined by the State Employment Service to be in demand in the community, state or nation. There must be a reasonable prospect of employment in such occupations. Training allowances may be paid to trainees who qualify for them, in amounts equivalent to average weekly unemployment compensation payments in the state where the training is offered.

Most enrollees are unemployed when they enter training. Many others are in low-paying jobs and require training or upgrading. (Usually enrollees need remedial training in communications and computational skills.)

MDTA training is provided in separate projects, each offering training in a specific skill or in multi-occupations projects and in Skills Centers grouped to share administrative, supervisory, and service skills. It is also provided in a cooperative work training setting or in conjunction with on-the-job training, where classroom work is "coupled" to supplement and extend what the trainees learn at work. The Skills Center—a center for comprehensive manpower training and support services—has proven a natural link between the aims of MDTA and the abilities of community and junior colleges.

Students work on individual projects in Metal Fabrication, Manpower Skills Center, Mississippi Gulf Coast Junior College.

Comprehensive Community Colleges

Concurrent with the changes initiated in the early 1960's in the Federal approach came changes in the educational institutions serving persons of post-high school age. This group included high school graduates, persons who did not complete high school and persons without any high school preparation. In order to better serve this constituency, the concept of flexible, community-oriented, post-secondary institutions was developed. Important ingredients in the concept included:

1. An open admissions policy that reduces traditional academic and social barriers to entry;
2. Comprehensive educational and training opportunities under a single administrative structure and easy mobility from program to program within the institution;
3. Community outreach to channel into education and training previously unserved populations—poor people, unemployed adults, and ethnic minorities;
4. Developmental services tailored to the need of individuals;
5. Sensitivity to the manpower needs of local and national employers;
6. A teaching and administrative staff oriented to serving the diverse needs of deprived and economically vulnerable populations; and
7. A capacity to regularize manpower training services into a training and educational environment conducive to continued individual growth.

A number of states developed master plans for such revamped institutions, designating them ***community and junior colleges.*** A few states lagged and still have no commitment to the development of a network of community institutions. Nevertheless, the number of community and junior colleges increased during the 1960's at a rate of about fifty a year. As community colleges gained experience in offering occupational preparation, administrators of the manpower development and training programs and community college leaders saw the potential of the community college as a vehicle for comprehensive manpower training services under the Manpower Development and Training Act.

The MDTA - Community College Fit

Subsequently, two questions were asked: Could a community college be considered as a sponsor for the MDTA Skills Center, for multi-skill operations or for individual referral and could the community college deliver the desired product if given the opportunity to operate manpower training as specified under MDTA? The answers were affirmative.

The act does not preclude a Skills Center becoming part of another ongoing educational program if the institution accepts the MDTA criteria for the Center. Since MDTA places strong emphasis on economy of operation, variety of training and education programs, adequate staffing, and effective learning materials and equipment, the community college has a built-in advantage.

Although many community and junior colleges have been actively involved in manpower training activities, the extent of their involvement in MDTA programs, the problems encountered, and the degree of commitment to MDTA purposes and approaches had not been ascertained. The purpose of the AACJC project, therefore, was to answer such questions and to explore the possibility of accelerated participation by community colleges in manpower development and training.

Guidance by Mississippi State Employment Service provided at Manpower Skills Center, Mississippi Gulf Coast Junior College.

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II. Extent of Participation

Current Involvement

The project began with a survey of 1111 two year colleges. Out of the 635 respondents (57.2%), Skills Centers were reported by 33. Since the Division of Manpower Development and Training has designated and funded only 14 such Centers, it was decided that the discrepancy could be attributed to two factors. One, colleges could be confused about the conditions to be met if a Center is to meet official U.S.O.E. criteria, and second, some may offer manpower training without MDTA funds but still designate their operations as Skills Centers.

Eighty-four respondents reported having multi-occupational programs and 221 reported having single occupational projects (many of which were probably "individual referrals"). Table 1 summarizes this data.

The 635 responding institutions reported a total of 579,033 students ***enrolled*** in job-entry level programs, including both MDTA and other occupation programs. It was not possible to determine the number of students exclusively enrolled in MDTA-funded programs.

TABLE 1. Community Colleges Reporting Manpower Training Programs

Specified Involvement	Number of Respondents*	% of Total Respondents
Skills Center Operation	33	5.2
Multi-Occupational Programs Offered	84	13.2
Single Occupational Programs Offered	221	34.8

*These responses cannot be summed because some colleges responded to more than one item.

Out of this number, 175,694 students ***completed*** job-entry programs during the 1970-71 academic year. Teachers, full and part-time, involved in these programs numbered about 23,500. Since not all of the institutions reported figures for all categories, the enrollment and teaching statistics are approximations only (51 colleges did not report enrollment, 73 did not report completion, and 64 did not report teaching staff.) Additionally, proportions stated for enrollment, graduates and faculty seemed improbable in many instances.

Extrapolating from these data to the national picture, it would seem likely that about one million students and 40,000 teachers in total are engaged in some kind of job-entry level training including MDTA and non-MDTA programs in community and junior colleges.

Interest in and Information about MDTA

Colleges not reporting current involvement in MDTA programs were asked to respond to questions indicating their interest in and information level about MDTA. Table 2 indicates the number of colleges responding positively to each item.

Nearly 6% of the respondents indicated they were about to start an MDTA program soon, but six times that number (250 colleges out of 635) said they were insufficiently informed about MDTA programs. That

TABLE 2. Community College Interest in and Information about MDTA

Questionnaire Item	Number Responding*	% of Total Respondents
"Until now we were unaware that our college would be able to participate in MDTA programs"	92	14.5
"We know about MDTA possibilities, but don't know how to proceed."	158	24.9
"We plan to develop an MDTA project soon."	37	5.8

*These responses cannot be summed because some colleges responded to more than one item.

Student in biology class for Health Occupations, Denver Skill Center, Community College of Denver.

nearly 40% of the colleges either did not know enough about MDTA or did not know anything about the possibility of participation reflects a breakdown in communications between MDTA agencies and the nation's network of community colleges.

Some of the difficulty may be attributable to the division in MDTA administrative authority between the U.S. Department of Labor and the U.S. Office of Education. This division is found also in the states having a state education agency with authority over some aspects of MDTA and a state employment service with authority over others. Interviews with community college administrators revealed that the delineation between the two agencies regarding MDTA is often unclear.

Availability of Services

A team of manpower training consultants postulated thirteen services, operating policies, or activities as relevant to successful operation of manpower training programs.

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Table 3 shows the availability of the thirteen services in all the responding colleges (column I) and in colleges having manpower training programs, MDTA or otherwise (column II). Availability is much higher in colleges already offering manpower training programs. The data suggest that, through such participation, colleges may become strengthened by developing an array of valuable services.

Nevertheless, a high percentage of all responding colleges offer such services as counseling and guidance, open-door admissions, comprehensive occupational programs, and maintain contacts with local industry. In fact, these services could be considered common to most community colleges. The least-available services, both in colleges with MDTA programs and the total group, are job development and job coaching. Expansion of these two services by community colleges would tend to strengthen their manpower training capability significantly.

Although a high percentage of all colleges responding (81%) reported maintaining contacts with local industry, the percentages having contacts with local manpower agencies or organizations dropped sharply (to 54%), an indication, perhaps, that community colleges have received poor information on labor market needs from local manpower agencies, and, therefore, prefer to deal directly with employers. The close linkage with industry reflects as well the extensive commitment of community colleges to using local industry leaders on advisory committees.

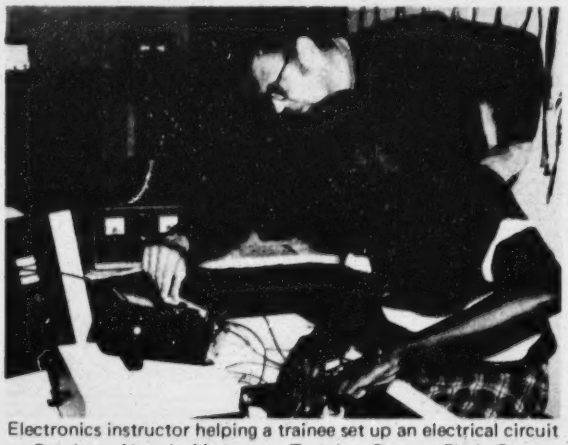
TABLE 3. Availability of Services

Services	Availability of Services I All Responding Colleges	II Responding Colleges Involved in MDTA
1. Counseling and guidance	81%	89%
2. Community outreach	50	56
3. Open door admissions	83	89
4. Comprehensive occupational programs	70	85
5. Job development or job engineering	26	36
6. Job placement	62	75
7. Flexible scheduling	59	66
8. Individualized instruction	63	78
9. Job coaching	28	38
10. Career ladder progression	40	45
11. Follow-up	51	64
12. Contacts with local industry	81	92
13. Contacts with local manpower organizations or agencies	54	77

Availability of Services by Regions

The ten U.S. Office of Education regions were used to aggregate the service availability data to see if services varied according to particular geographic areas (table 4 presents the results).

Except for the uniformly high percentage of colleges offering counseling and guidance (service #1), there was wide variation in the available services. For example, only 9% in Region II reported offering job coaching (#9) but 40% offered job coaching in Region X.



Electronics instructor helping a trainee set up an electrical circuit at Southern Nevada Manpower Training Center, Clark County Community College.

Especially noteworthy is the fact that the highest percentage of colleges reporting the availability of services occurred in Region X (which scored highest in 8 out of 13 services) and the lowest percentages were reported in Region I.

Although colleges in some regions tend to allocate more resources for services than others, institutions in all regions tend to place relatively similar importance on the thirteen services. The responses may differ significantly in degree of emphasis, but they differ little in terms of relative importance among services.

Speculation concerning the underlying causes of regional differences in the availability of services is risky, but regional variation in the extent of the commitment to the community-oriented philosophy of a comprehensive community college is evident. This is reflected in the availability of services essential to effective manpower training programs.

TABLE 4. Availability of Services by Region

U.S.O.E. Region	*Service (percentage of respondents) 1	2	3	4	5	6	7	8	9	10	11	12	13
I	80	49	60	49	17	49	46	29	20	37	23	69	29
II	70	33	72	50	13	52	57	48	9	39	24	67	33
III	85	55	90	65	25	63	65	65	23	45	43	78	50
IV	83	51	88	72	28	60	62	76	28	35	57	83	54
V	82	53	88	79	30	68	62	61	27	45	62	82	55
VI	78	52	78	65	20	61	59	70	28	37	65	80	59
VII	76	51	76	63	29	69	55	55	27	31	71	73	53
VIII	82	50	86	75	50	82	61	71	39	46	57	82	57
IX	77	48	82	73	24	58	47	61	29	47	36	89	61
X	93	50	93	93	27	70	70	77	40	33	60	97	87

*Refer to Table 3 for services corresponding to numbers 1-13.

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III. Problems Encountered

Problems with MDTA

In order to determine what difficulties were or would be encountered by community and junior colleges offering MDTA programs, three principle areas of concern or potential problem categories were identified.

1. Possible conflicts between the mission and educational policy or philosophy of the college, and the goals of MDTA;
2. Possible conflicts between the college and other community institutions with regard to their respective roles in manpower training; and
3. A possible deterrent effect of MDTA administrative guidelines and regulations on the development of manpower training programs in colleges.

Subsequently, nine potential problems were articulated and incorporated into a questionnaire (see Table 5).

Respondents were asked to rate the problem statements in terms of the difficulty each item might present to the particular college on a scale of 0 (no problem) to 3 (problem too difficult to solve).

The data were analyzed in two ways. First a mean response was derived for each problem (column I) and secondly, responses were grouped to form two categories, 0 and 1 combined to equal a category which considered the problem as being of little concern, and 2 and 3 to form a category indicating a serious problem. The combining of categories was done to account for the phenomenon of many respondents being reluctant to assess items at either extreme of a scale and, therefore, tending to hedge. In other words, it is believed that many respondents may feel no problem exists yet they check item 1, saying in effect that if it did exist it would be easy to solve. Column II of Table 5 shows percentages of the respondents perceiving little or no problem.

Student learns how to wrap meat, Des Moines Skill Center, Des Moines Area Community College.

TABLE 5. Assessment of Problems, Total Group

Problem Statement	Column I Mean	Column II Little-or-No Difficulty*
1. We lack the instructional staff necessary to operate MDTA programs.	.96	67%
2. Our instructional and/or administrative staff are not oriented toward occupational programs.	.48	85
3. The aim of MDTA (to respond to local manpower needs) is not in keeping with the aims of our college.	.40	86
4. Other institutions in our area are already responding to area manpower needs.	.71	76
5. Restrictions and constraints on instruction and/or record-keeping cause too much difficulty.	1.04	63
6. We would need to hire special teachers, but could not guarantee their salaries between grant periods.	1.72	33
7. Communications among institutions regarding MDTA-type projects in our area are so inadequate we might be duplicating efforts of other institutions.	.90	71
8. The funding allowed for MDTA projects is inadequate for us to develop such projects.	1.20	56
9. Scheduling for MDTA projects would conflict with normal schedules.	.81	74

Response categories: 0 = no problem, 1 = problem easily solved, 2 = problem which might be solved, 3 = problem too difficult to solve.

*Combined 0 and 1 responses

Philosophical Conflicts

Community colleges tend to perceive little or no conflict between their mission or educational philosophy and that of MDTA. Using statements 1, 2, 3, and 9 as a measure of goal congruence, 78% of the respondents perceived no serious problems perhaps because community colleges are committed to offering comprehensive educational services and there is an existing machinery for offering programs ranging from short courses for either occupational up-grading or cultural enrichment

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and for associate degree occupational or liberal arts preparation. Generally speaking, the administrative structure, operating procedures, and staffing of community colleges accommodate diverse offerings and flexible scheduling of prime time—consistent with MDTA goals.

Conflicts in Roles

In communities where there is no delineation of the role of institutions, duplication of manpower training services could prove a problem. Yet such possible conflicts in roles of various institutions in the community and possible duplication of services as represented in statements 4 and 7 were assessed as minor by 73% of the responding colleges. The possibility of other institutions already responding to manpower needs was seen as presenting no problem or as being easily solved by 76%. The possibility of duplicating efforts of other institutions was not considered a major concern by 71% of the colleges. The general tendency of community colleges to utilize advisory committees consisting of representatives of the employer community, manpower planning agencies, and community development groups would minimize the possibilities of duplication. Furthermore, community colleges tend to serve population groups unserved or poorly served by other institutions in the community.

Problems with Administration

Often local agencies cite the regulations and guidelines of state and federal agencies as deterrents to the mobilization of local resources. Significantly, problems relating to MDTA administrative constraints and regulations (statements 5, 6, 8) were identified as the most serious of the three general problem categories. For 50% of the respondents, this category of problem was serious.

Two of the problem-statements (6 and 8) related to funding. Statement 6 (hiring special teachers but not being able to guarantee their salaries between grant periods) was identified as a difficult problem by 77% of the respondents. The fact that this percentage is not lower undoubtedly is traceable to the short term nature of MDTA programs and the unpredictable nature of the demand for training services by MDTA agencies. The latter factor often reflects the availability of Federal funds rather than a demand for graduates of specific occupational programs. In the case of statement 8, only 56% of the respondents considered adequate funding of MDTA programs as no problem or a problem easily solved.

It should be noted in interpreting these findings that the ***information*** the respondents have regarding these potential problem areas follows exactly the same order. They know ***most*** about their own colleges' policies and mission, almost as much about the traditional roles of other institutions in their respective communities, and **least** about MDTA. Those problems perceived by colleges to be most difficult to solve are problems which are most easily subject to solution by MDTA administration. The kinds of problems which MDTA administration would have little, if any, means of solving, such as problems relating to educational policy, appear to be reasonably inconsequential. It would appear that those problem areas within the control of the community colleges are not likely to be barriers to accelerated participation of the colleges in MDTA programs if the problem areas associated with MDTA administration could be reduced.

Counselor of Iowa State Employment Service consults with instructors at Des Moines Skill Center, Des Moines Area Community College.

Regional Assessment

Table 6 is a summary of the assessment of potential problems by region, showing percentages of colleges perceiving little or no difficulty with the problem statements listed in Table 5.

Table 6 reveals substantial differences among the 10 regions. For example, 25% of the respondents in Region I but 64% in Region V perceived problem statement 8 (funding) as presenting little or no difficulty. It may be significant that the lowest percentages of colleges seeing little or no problem in 5 of the 9 statements were in Region I, while 5 of the 9 ***highest*** percentages were in Region X. These are the same two regions reporting high and low extremes with regard to availability of services as noted previously.

Summary

Analysis of the data relating to potential barriers to community college participation in MDTA programs suggests that, although variations exist among states with regard to the assessment of the severity of obstacles, these conclusions are in order:

1. Potential problems related to the development of MDTA programs are viewed generally as easily solved;
2. The most serious problems are those most easily addressed by the agencies administering MDTA; and
3. In the main, problems appear to be related to institutional and state-connected factors rather than regional ones.

TABLE 6. Comparison of Problem Assessments by Region

(percentage of respondents)

Problem Statements*

Region	1	2	3	4	5	6	7	8	9
I	48	73	67	69	54	23	42	25	64
II	57	76	89	62	53	24	59	52	61
III	69	82	84	70	66	22	57	43	76
IV	68	87	89	79	68	35	81	60	80
V	73	87	90	77	71	41	74	64	75
VI	61	79	74	65	40	22	59	55	73
VII	63	88	88	76	62	33	72	50	76
VIII	82	89	93	78	56	37	70	56	74
IX	63	89	84	82	67	35	77	61	70
X	80	93	97	89	66	41	68	54	87
Total	67	85	86	76	63	33	71	56	74

*See Table 5 for problem statements

Generally speaking, greater participation by community and junior colleges in MDTA programs is contingent upon a reduction of the barriers traceable to administrative guidelines or to the interpretation of these guidelines by state MDTA officials. Problems traceable to individual community college interest and commitment in serving diverse populations are likely to continue to serve as barriers to the utilization of community colleges in particular communities as MDTA delivery vehicles.

Despite differences in actual assessments of the various problem-statements, the regions tended to be similar in their rankings of those problems. In fact, ***all*** regions ranked statement 6 ("We would need to hire special teachers, but could not guarantee their salaries between grant periods") as ***the*** most serious problem. All but one region ranked statement 8 as the next most serious problem and all regions ranked statement 2 ("Our instructional and/or administrative staff are not oriented toward occupational programs") as either the least or the next-to-least serious problem.

Instructor in Production Machine Operator Program at Milwaukee Area Technical College Skill Center (Wisconsin) supervises student.

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IV. Expanding Participation

The Rationale for Accelerated Participation

What benefits are derived from comprehensive manpower training in a community college setting? To answer this question the team of consultants utilized in this study identified a number of characteristics that make it desirable for community colleges to serve as community centers for comprehensive manpower training services as prescribed in the Manpower Development and Training Act of 1962. The following are the existing characteristics considered by the consultants to be the most important:

1. Comprehensive Training and Education Programs.
Most community colleges offer a range of education and training programs from short-term courses to associate-degree programs in various occupations and in the liberal arts. As such, community colleges have demonstrated their willingness and ability to provide an educational delivery system which meets the needs of the people in their communities. Frequently, cooperative work experience programs combine work in business, industry, or government agencies with continuing skill training and additional education. Thus, it is possible for MDTA trainees to enter into education and training beyond the MDTA beginning, but based on that approach and built to serve the specific and special needs of individuals. Many community colleges gear the use of their resources to serve both special-group needs and individual learning approaches. Emphasis is increasingly being placed on performance objectives rather than on grades and time expended in class.

2. Extensive Support Services.
Fiscal management and administration, outreach, counseling and guidance, job placement, follow-up evaluations, library and learning resources, and supervisory and staff development services are required in offering manpower training. Most community colleges have strength in these services and are capable of developing other services as needs become apparent. The addition of more intensive capacities in each is far less costly than organizing and operating a completely new and separate administration to carry on these functions in an independent Skills Center. In addition, manpower training requires support personnel with empathetic, insightful and humane characteristics. Most community colleges are staffed with such persons.

3. Reduction of Duplication.
Taxpayers are greatly concerned about the proliferation of services, agencies, and programs. The uncoordinated growth of services and the wasteful duplication of effort, facilities, staffing, and equipment no longer go unnoticed and unprotested. Education and training is particularly vulnerable because of the relatively high proportion of tax revenues being expended. The community college has the basic administrative mechanism, specialized facilities, and instructional staff to operate an MDTA Skills Center with a minimum of additional personnel and equipment. Only an expansion rather than the establishment of services is needed to accomodate a Skills Center operation in most cases. The flow of MDTA funds through an existing community college structure would tend to reduce the possibility of duplication of services.

4. Opportunities for Intellectual Growth.
The community college environment, with its wide variety of courses, programs, and community events makes it easy for the Skills Center student to achieve his primary goal of saleable skills, and couple this opportunity with programs to develop intellectual growth and to reduce personality, cultural, or linquistic barriers through social interaction with a diversity of other students. In such a setting, the constant stimulation and encouragement to explore, inquire, and learn about mankind is present. These opportunities are rarely present in a Skills Center operated independently of a community college.

5. Education Mobility.
An important factor in preparing for a career is the opportunity for a person to modify or expand his occupational goals. When a Skills Center is an integral part of a community college, its participants immediately have access to the entire range of educational and career learning opportunities offered in that institution with a minimum of administrative obstacles. In contrast, a separate Skills Center establishment must, by necessity, put certain limitations on the student, since it can offer only those areas of training and education for which it is organized and staffed, and for which equipment and facilities are available. Persons attending an independently operated Skills Center often find transfer to a college difficult. The cumbersome negotiations that are required through such a dual administrative process are generally too demanding for the typical Skills Center enrollee. Mobility is enhanced when the Skills Center is an integral part of a community college.

6. A Dignified Setting.
For disadvantaged persons to feel a part of the total society, their training must be conducted in a setting that produces a feeling of self-respect and personal worth. A Skills Center operated as an integral part of a community college makes it possible for its enrollees to become a part of the mainstream in the college, with the privileges and respect afforded other students. The enrollees in manpower training must have the opportunity to participate in all of the college services whether student government, support services, or leisure activities. Disadvantaged persons especially want no part of segregated training and they are handicapped and embarrassed by any action or procedure which forces them into segregated and isolated programs. A community college environment reduces the possibility of continued segregation and isolation.

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Delivery Potential

Community college participation has been limited, but many colleges have the potential for offering MDTA programs or greatly expanding present offerings. The survey results discussed in Part I indicated that part of the underlying problem was the colleges' unfamiliarity with the process through which they could become involved in MDTA programs.

As part of the analysis of problems associated with MDTA, the project staff derived an index of delivery potential based on college responses to the problem statements (see Table 7). This figure is helpful in identifying specific colleges and states that could be considered to have a high probability of success in developing manpower training programs. Table 8 shows the index scores by state, though the limited number of respondents in some states indicates that the scores should be used carefully. The index figure was computed for each college by summing all responses to the nine problem-statements and dividing by the number of responses. Thus a college that responded with assessments of 0, 1, 3, 0, 1, 2, 2, 3, 0, would have an index score of 12/9 or 1.33. State index scores were computed as the mean of all the colleges responding within the state. The national index score of .91 is the mean of all individual college index scores (***not*** the mean of state scores).

TABLE 7. Problem Statements

1. We lack the instructional staff necessary to operate MDTA programs.
2. Our instructional and/or administrative staff are not oriented toward occupational programs.
3. The aim of MDTA (to respond to local manpower needs) is not in keeping with the aims of our college.
4. Other institutions in our area are already responding to area manpower needs.
5. Restrictions and constraints on instruction and/or record-keeping cause too much difficulty.
6. We would need to hire special teachers, but could not guarantee their salaries between grant periods.
7. Communications among institutions regarding MDTA-type projects in our area are so inadequate we might be duplicating efforts of other institutions.
8. The funding allowed for MDTA projects is inadequate for us to develop such projects.
9. Scheduling for MDTA projects would conflict with normal schedules.

The state mean index scores given in Table 8 help to delineate differences among the states, although distribution of scores for the total United States displays homogeneity. In a so-called normal distribution, 68% of all scores fall within one standard deviation above and below the mean; in the distribution of scores in Table 8, only one score was more than one standard deviation away from the mean. Twenty six state scores are below, with California scoring exactly at the mean; this indicates a slight negative skew. This is confirmed by the location of the median score at .95 – just slightly above the mean. In spite of the overall homogeneity described above, a fairly wide range of scores are indicated – from Idaho's .24 to Arkansas' 1.47.

On the oasis of their responses to the nine problem-statements, 148 colleges were identified whose success-potential might be considered particularly good. The criteria used to identify the colleges were (1) that the college must have responded with either a "0" (no problem) or a "1" (problem easily solved) to at least six of the nine statements and (2) that the index score for the college not exceed .50

Instructor and trainees checking engine block in Diesel Mechanics Program, Wilmington Manpower Skills Center, Delaware Technical and Community College.

Although these criteria are, in fact, arbitrary they are neither unrealistic nor without rationale. If the problems postulated and the scale used to assess their seriousness are valid, (and an analysis of the data gives affirmative support) it would seem reasonable that the highest potential for success should be related to the lowest index score – the college's overall assessment of the problems.

Of the 148 colleges, 49 are colleges having either Skills Centers or multi-occupational projects or both. Of the remaining 99 colleges identified as having high potential but no current extensive involvement, the degree of positive potential is probably quite high. This assessment is based on the fact that approximately 43% of the colleges currently operating extensive manpower training programs did ***not*** meet the criteria for "high potential colleges" stated above. If these colleges (which apparently have more difficulties than these criteria allow) have been able to operate manpower training programs successfully, it would seem that the mark set for "high potential" is indeed high.

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TABLE 8. Index of Delivery Potential Based on Mean Index Scores by State

State	Mean Index	Number
Alabama	.77	14
Alaska	.78	3
Arizona	.75	9
Arkansas	1.47	4
California	.91	75
Colorado	.94	11
Connecticut	1.45	12
Delaware	1.06	2
Florida	1.13	22
Georgia	1.04	9
Hawaii	.78	4
Idaho	.24	2
Illinois	.72	39
Indiana	.59	8
Iowa	.85	14
Kansas	1.02	17
Kentucky	.99	9
Louisiana	1.27	2
Maine	1.10	4
Maryland	.99	12
Massachusetts	1.17	15
Michigan	.71	25
Minnesota	1.15	18
Mississippi	.69	14
Missouri	1.03	11
Montana	.59	3
Nebraska	1.00	8
Nevada	1.06	2
New Jersey	1.06	9
New Mexico	1.06	6
New York	1.02	32
North Carolina	.64	36
North Dakota	.42	4
Ohio	.97	17
Oklahoma	.84	6
Oregon	.67	13
Pennsylvania	.96	13
South Carolina	.54	9
Tennessee	.87	13
Texas	1.12	26
Utah	.37	3
Vermont	.78	2
Virginia	.90	9
Washington	.94	12
West Virginia	1.15	3
Wisconsin	.65	19
Wyoming	1.08	7
Puerto Rico	1.39	4
TOTAL U.S.	Mean = .91	N = 611

*New Hampshire, Rhode Island, and South Dakota did not respond to the questionnaire and are, therefore, not included in this table.

Individual counseling of student at Denver Skills Center, Community College of Denver.

How to Start

Community colleges planning to enter into manpower development and training should lay a sound foundation. Consultants to the study advised that the following tasks should be accomplished early in the planning phase.

1. Study the Act

By studying the Manpower Development and Training Act of 1962, and subsequent amendments, the community college administrative staff will become familiar with the intent of Congress, the purpose of the legislation, the specific provisions for programs under the law, and the uses of funds.

2. Review Federal Regulations

Next, the college must become acquainted with the regulations covering the administration of the law. Specific guidelines are developed for state and regional offices of the U.S. Departments of Labor, and Health, Education and Welfare for use in administering the MDTA programs. The college should understand these guidelines and be able to interpret their significance for the college.

3. Review of College Philosophy

The philosophy of the college should be reviewed to determine its consistency with the purposes of MDTA programs. If a gap between the philosophy of the college and the purposes of MDTA does exist, it obviously would not be feasible for the college to participate in MDTA programs. Early determination of such a critical inconsistency is desirable so that needed changes can be made.

4. Establish Contact with State MDTA Agencies

The state agencies having responsibilities for MDTA administration publish guidelines for institutional participation. This information will be useful in determining the feasibility of participation and in clarifying the operating guidelines and application procedures that an interested community college must follow. A state educational agency, usually the state vocational education agency, has responsibility for processing the initial applications, and monitoring the training programs, and

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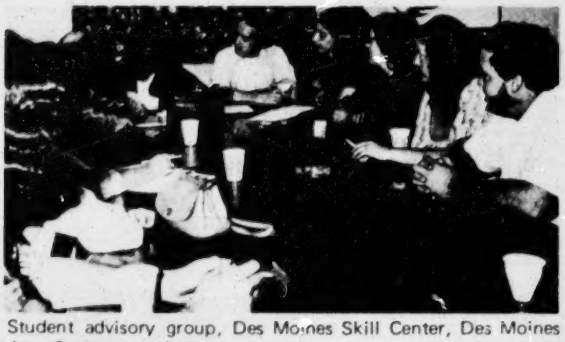
the state employment service handles the screening, referral, placement, and follow-up of enrollees, in addition to the payment of stipends to enrollees.

5. Identify Prospective Buy-In Agencies
By developing working relations with prospective "buy-in" agencies, the community college will build channels of communication necessary to serving the manpower needs of the community. Among prospective buy-in agencies are Concentrated Employment Program (CEP), Model Cities, Office of Economic Opportunity (OEO), Division of Vocational Rehabilitation (DVR), Work Incentive Program (WIN), Neighborhood Youth Corps (NYC), National Alliance of Businessmen (NAB), the state employment service, and the state educatic agency. These agencies are in a position to assist the college in planning its MDTA involvement.

6. Establish an Advisory Committee
An essential element in preparing for involvement in MDTA programs is the establishment of an advisory committee. This committee should have broad representation. Manpower agencies and employers should be included in its membership.

7. Linkage with Manpower Area Planning Council
The Manpower Area Planning Council (MAPC), a part of the Cooperative Area Manpower Planning System (CAMPS), will be a valuable source of information on local manpower needs. MAPC must sign off and have in its yearly plan a statement of need for MDTA skill training programs. The college should become an active participant in MAPC. As the community college involvement with local agencies progresses, an effort should be undertaken to have the college's interests written into the MAPC plan. Information on the MAPC structure is usually available from the local offices of the state employment service.



Student advisory group, Des Moines Skill Center, Des Moines Area Community College.

Alternative Organizational Structures

A community college has several organizational options available as it establishes an MDTA Skills Center; the option taken should reflect local circumstances as illustrated by the following examples of a center integrated into the campus, one situated off campus and one subcontracted to private industry.

1. The Denver Manpower Skills Center operates as an integral part of the three campuses of the Community College of Denver (Colorado). This approach requires both administrators and instructors to be flexible enough to provide the innovation and dedication necessary to successfully implement a truly trainee-oriented manpower program. Innovative instructional methods must be developed to blend MDTA into the overall effort of the college. The instructional program of each campus of the Community College of Denver is subdivided into seven instructional divisions which operate under the direction of two deans of instruction: the dean of general studies and the dean of occupational studies. In order for the Skills Center to be coordinated with all instructional divisions, it was essential that the Skills Center operations on each campus be designated as a division with an assistant Skills Center director. The director is stationed in central administration and is responsible to the president of the multi-campus institution. Other Skills Center personnel are assigned to the division appropriate to their assignments on each campus. The Skills Center counselors are assigned to and quartered in the division of student services with other members of the college counseling staff. The basic education instructors and aides function in the division of communication and arts. One basic education instructor serves as a liaison between basic education and the general studies and occupational studies programs. This serves to place adult basic education with the regular college structure.

2. The Des Moines Skills Center, operated by Des Moines Area Community College (Iowa), serves as an example of a Center operated at a location separate from the campus complex of the College. Basically, in the Center, skills training in eleven occupational areas is offered (by the cluster concept). In order for the instructional operation to be coordinated with the community college programs, the director of the center was placed directly under the assistant superintendent for Instruction of the college. The Skills Center is staffed to provide all services needed to support the training program.

3. As an example of another approach, City Colleges of Chicago made the decision to involve private industry in the management of Chicago's MDTA Skills Center. Under a contractual arrangement, Thiokol Chemical Corporation was given the responsibility of setting up and conducting training programs. Thiokol's obligation was to: establish a temporary training location (while a permanent facility was being constructed); secure equipment, supplies, and training materials; and interview and select the teachers and administrative staff. Although Thiokol initially operated the Skills Center, the Center was eventually staffed and directly administered by personnel of City Colleges of Chicago.

Other organizational variations in operating MDTA Skills Centers exist. Table 9 gives a listing of MDTA

TABLE 9. MDTA SKILLS CENTERS AFFILIATED WITH COMMUNITY AND JUNIOR COLLEGES*

USOE Region	Names of Skills Centers	Community & Junior Colleges	City, State
I	None		
II	None		
III	Wilmington Manpower Skills Center	Delaware Technical and Community College	Wilmington, Delaware
IV	Gulfport Manpower Training Center	Mississippi Gulf Coast Junior College	Gulfport, Mississippi
V	Chicago Skills Center	City Colleges of Chicago	Chicago, Illinois
	East St. Louis Skills Center	State Community College	East St. Louis Illinois
	Milwaukee Technical Skills Center	Milwaukee Technical College	Milwaukee, Wisconsin
VI	San Antonio Skills Center	San Antonio College	San Antonio, Texas
VII	Des Moines Comprehensive Vocational Facility	Des Moines Area Community College	Ankeny, Iowa
VIII	Denver Manpower Training Center	Community College of Denver	Denver, Colorado
IX	Maricopa County Skills Center	Maricopa County College District	Phoenix Arizona
	San Francisco Manpower Training Skills Center	San Francisco Community College District	San Francisco California
	Southern Nevada Manpower Skills Center	Clark County Community College	Las Vegas, Nevada
	East Bay Skills Center	Peralta Community College District	Oakland, California
	Hawaii Manpower Training Center	Community College System University of Hawaii	Honolulu, Hawaii
X	Portland Community College MDT Center	Portland Community College	Portland, Oregon

*Based on information received from Division of Manpower Development and Training, BOAE, USOE.

Skills Centers operated by community and junior colleges. It was obvious to the project staff that the operation of an MDTA Skills Center must be tailored to the circumstances peculiar to the particular community college, the community, and the state structure.

Regardless of the organizational structure selected, timely labor market data are essential to every community college offering training programs under the Manpower Development and Training Act of 1962 and other related legislation. Information on existing sources of manpower supply in particular occupations and the manpower demand is vital to the effective operation of manpower training programs. The establishment of institutional priorities, the development of program objectives, the guidance of prospective enrollees and the effective placement of graduates all require meaningful data regarding short-term and long-range trends in the labor market. Such information must reflect the national as well as the local and regional dimensions of the market for specific occupational categories. Consequently, an increasing number of community colleges find it beneficial to become integrated with the Cooperative Area Manpower Planning System (CAMPS) and its local extensions – the Manpower Area Planning Councils (MAPC).

Through the MAPC the mayor, or other head of local government, prepares a comprehensive area manpower plan that includes recommendations for the implementation of specific kinds and levels of programs. The plan is formulated within the overall planning constraints provided by the Regional Manpower Coordinating Committee agencies previously identified. The components of the plan consist of:

1) The assessment of needs for and present availability of manpower services within the area;

2) A statement of priorities among types of services to meet these needs and populations to be served; and

3) Recommendations for funding of manpower training programs.

In addition to this planning responsibility, the MAPC supports the mayor by assuming the responsibility for review of manpower program operations. Based on data developed by the MAPC staff and other appropriate information sources the council continuously reviews manpower program operations to identify soft spots in program activities, especially under-utilized resources or program components which do not appear to be meeting significant needs. This review is intended to correspond to and support federal and state operational review activities. The traditional CAMPS functions, especially information sharing and identification of linkages, are reinforced by the MAPC.

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V. Manpower Planning

The Cooperative Area Manpower Planning System

The authority for CAMPS comes from an Executive Order signed by the President in August, 1968, stating:

1. Cooperative planning and execution of manpower training and supporting manpower service programs is hereby established as the policy of the federal government, and

2. Each federal executive department or agency administering manpower service programs shall, to the extent consistent with law, carry out its programs and exercise its functions so as to further the national manpower planning policy.

Federal agencies with manpower training and development interests participating in CAMPS include: Department of Labor, Department of Health, Education and Welfare, Department of Housing and Urban Development, Office of Economic Opportunity, Department of Agriculture, Department of Interior, Department of Commerce; Civil Service Commission; and the Environmental Protection Agency.

In effect, CAMPS was established to provide an organized system of information exchange among manpower and manpower-related agencies at the area and state levels. Linkages among programs of various agencies are made possible through CAMPS.

CAMPS has a network of Manpower Area Planning Councils, operating in local communities, with their tasks being:

1. To advise mayors (or other appropriate local officials), governors, and regional manpower coordinating committees of the needs of their states or areas for manpower services and on the locally conceived priorities and the kind of services required to address these needs; and

2. to assist the governors in developing for their states or areas comprehensive manpower plans that recognize these needs and priorities and make recommendations for appropriate program funding.

The role of the area councils is essentially to advise governors and mayors on manpower activities, not to operate or administer programs.

The Manpower Area Planning Councils are critical to CAMPS, primarily because they reflect the conditions of the labor market at the local level. They are creations of the mayors of the principal cities or other heads of local jurisdictions in designated areas. It is this local character of MAPC that provides the basis for an effective linkage between it and the community college.

Upholstery student with instructor, Des Moines Skill Center, Des Moines Community College.

Community Colleges and Manpower Planning

CAMPS and the local MAPC can be valuable resources in the basic planning which must provide a sound foundation for education and training operations of the community colleges. In turn, community colleges may be of significance to the overall manpower planning system in the community, as well as the state and national activities of CAMPS. The network of community colleges can give the system information such as anticipated graduates in various occupational categories. Furthermore, each college, because of its orientation to the local labor market, has the potential of becoming a key unit in the delivery of manpower training and education services to the community.

Although, generally speaking, community colleges have only participated in CAMPS at a superficial level, there are some notable examples of deep involvement. For instance, Des Moines Area Community College (Iowa) has made major contributions to the MAPC activities in the Des Moines area. Staff members of Des Moines Area Community College have had active roles in preparing local manpower planning studies. The operation of an MDTA Skills Center by the College is linked to the local MAPC. Similarly, representatives of Dallas County Junior College District (Texas) are actively involved in the local activities of MAPC in the Dallas area.

The City Colleges of Chicago System (Illinois) is represented in the Chicago MAPC. Through this affiliation the college serves as a delivery vehicle for manpower

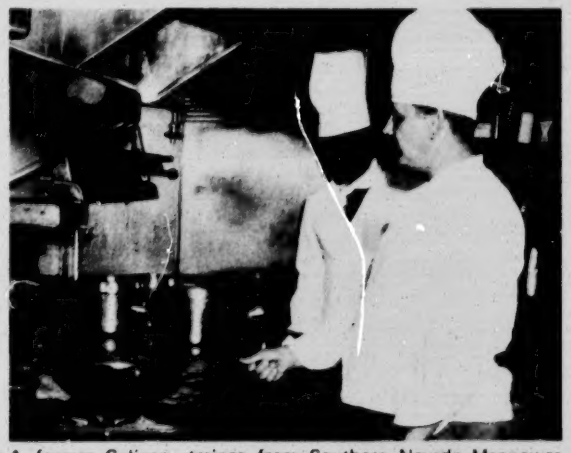
training related to several programs under the direction of the Chicago MAPC such as: the Chicago MDTA Skills Center, Model Cities programs, day care center training, Public Service Careers programs, and G.E.D. programs in 12 Urban Progress Centers.

El Paso Community College (Texas), a relatively new institution, participates in the Upper Rio Grande Manpower Area Planning Council. Furthermore, the college has been considered as a candidate for the operation of a MDTA Skills Center for that area. This consideration is reflected in the following policy statement by the Upper Rio Grande MAPC:

> Acquisition of a Skills Center is of the highest priority under present categorical program design. An operational center would provide a valuable resource easily assimilated under prime sponsorship by the city and in keeping with whatever degree of decategorization comes from anticipated legislation. Present planning indicates that a Skills Center could be more effectively operated in conjunction with the new El Paso Community College, although other possible arrangements have not been ruled out. The most important objective is to consolidate, expand and improve the array of services.

Definite advantages can be gained by both the MAPC and the community colleges by a more intensive involvement of the colleges in local manpower planning activities. The MAPC serves as a center in which numerous manpower interests in the community converge. Private and public employers, union leadership, social agencies, and training and education institutions may pool their resources through this mechanism. Programs in community colleges may, therefore, be improved by providing the colleges with a flow of comprehensive manpower information. Community outreach by the college is enhanced by such an affiliation. Likewise, if a MAPC utilizes the resources of the local community college, a significant gap in the delivery of manpower training and education services to the community can be bridged.

By integrating a community college into MAPC plans, a linkage between the demand of the local and national labor market and a major source of manpower supply – the community college – becomes a reality. Community colleges interested in participation in manpower planning activities may obtain information on the local MAPC from the local offices of the state employment service.



A former Culinary trainee from Southern Nevada Manpower Training Center, Clark County Community College, working on his first job with his supervisor observing in the background.

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VI. Skills Centers Operated by Community Colleges: Some Examples

Among the community colleges engaged in operating programs under the Manpower Development and Training Act of 1962, a number have emerged as comprehensive manpower training skills centers. Earlier in this report, brief reference was made to the organizational approaches followed by colleges. The ensuing review of selected cases illustrates in greater detail the range of circumstances underlying community college entry into MDTA programs, the character of the response by the colleges, and their experiences in operating MDTA Skills Centers. Furthermore, specific obstacles that had to be overcome in these selected cases are identified.

Portland Community College (Oregon)

In the summer of 1963, Portland Community College was contacted by the Oregon Board of Education and asked to develop group projects in the fields of clerk-stenographer and insurance specialist. These group projects were funded and in operation by September, 1963. Early in 1964, the college was asked to develop Oregon's first MDTA multi-occupational training project. In responding, Portland Community College made a commitment to develop a service system that would provide training for the disadvantaged referrals of all agencies in the community. From this beginning in 1963, Portland Community College has served as the main delivery system of MDTA training services in the Portland metropolitan area.

The successful development of MDTA training programs at Portland Community College may be traced to a number of factors:

1. The community college movement in Oregon—a recent one compared to some other states—has a legislative mandate to provide a balance between lower-division transfer and skill training programs for all members of the community;
2. The college, because it was a relatively new institution, was not tied down to a traditional instructor-oriented philosophy, but was able to develop and operate a two-year institution with a student-centered philosophy and purpose; and
3. A rather large investment of public funds in Oregon community colleges corresponded with the first allocations of MDTA funds in Oregon. The state legislature made it clear that, wherever possible, emphasis should be placed upon the provision of manpower development services by community colleges.

In late 1964, the college committed itself to developing the capability to provide services to disadvantaged persons of the community. MDTA became, and is still, the backbone of this service. The coordinator of MDTA at the college was given department chairman status. The deans and instructional department chairmen were to cooperate in curriculum and program development and to incorporate manpower group skill projects into the ongoing programs of the college. Despite a period of erratic MDTA funding and increasing demands placed upon the Portland Community College resources, the college, nevertheless, developed a team of support personnel, teachers, and supervisors specifically qualified to serve the needs of disadvantaged trainees. Soon after the initiation of the program, the local county welfare agency began negotiating for these services for their clients. Since then, welfare clients—now referred to as "buy-ins"—have been integrated in the basic education program along with clients from the Division of Vocational Rehabilitation.

During the early growth period at Portland Community College, the use of MDTA funds aided the development of training programs. Such training programs as those for food service occupations, dental technicians, and dental assistants might not have been possible if MDTA funds had not been available. On the other hand, the Portland Community College budget provided a cash contribution, in addition to the in-kind matching, through the contribution of professional and non-professional staff time plus the rental of non-public space, utilities and maintenance of public facilities, development of instructional materials, and support services that aided the development of a basic education and skill-training capability for disadvantaged clients.

City Colleges of Chicago (Illinois)

In November, 1970 City Colleges of Chicago began a training experiment involving 120 male and female unemployed adults—mostly Black. This operation was a non-residential, vocational, academic, GED training, and job-placement program conducted in a renovated section of the General Services Administration complex located on Chicago's Southside.

Although this new facility—later named the Chicago Skills Center—followed the federal agency's guidelines for planning and funding, from the beginning its operation was distinctly different from other metropolitan MDTA training centers. The key difference was in the management and program monitoring of the Center. Thiokol Chemical Corporation—a private firm heavily involved in other federally funded training programs—was selected through competitive bidding to 1) design the Center's training programs, 2) hire and train the staff, 3) maintain budgets and other controls, 4) maintain liaison with the industrial and commercial community for the placement of the Center's graduates, and 5) operate programs.

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The need for such a training center in Chicago had been considered earlier. However, it did not gain momentum within the City until late in 1968, after several months of exploration and study by the Public Building Commission of Chicago and the City Colleges of Chicago, in cooperation with the Mayor's Committee for Economic and Cultural Development. With the need for such a center documented, these agencies submitted an application to the Economic Development Administration, U.S. Department of Commerce, for a direct grant to construct a new training facility in the Chicago Redevelopment Area as part of Chicago's mid-city economic development project. Later in the same year, these agencies modified the original request and made application for a planning grant to establish a permanent skills center. The request was approved by the Department of Health, Education and Welfare in December 1968, and work started immediately, under the coordination and direction of the City Colleges of Chicago, to bring the concept into reality.

Job placement counselor conferring with student, Chicago Skill Center, City Colleges of Chicago.

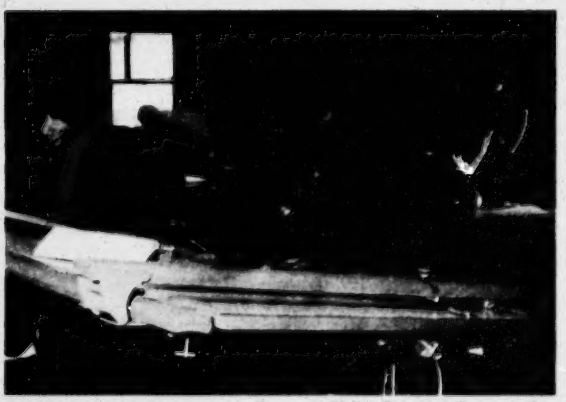
The following chronology reviews briefly the events associated with the establishment of the Chicago Skills Center:

1. A survey was conducted to determine the extent of possible community, business, and government involvement in the Skills Center;
2. Based in part on the above survey and endorsements, temporary facilities for an iterim center were leased and funds were allocated to renovate and equip the temporary operation;
3. With the cooperation of the Illinois State Employment Service, and the Division of Vocational and Technical Education of the Illino's State Board of Vocational Education and Rehabilitation, an MDTA contact was developed.
4. A request for proposal to operate the facility was issued and Thiokol Corporation was selected as the contractor to staff and operate the temporary center;
5. The City Colleges of Chicago assigned a project manager to provide guidance and liaison between Thiokol and all local agencies involved with the center; and
6. Renovations, purchases, installation of equipment and supplies, and staff hiring proceeded under the joint supervision of Thiokol and the project manager of City Colleges of Chicago.

In May, 1973, a newly constructed facility was opened. Thirty-nine programs are now offered by the Chicago Skills Center. Although initially City Colleges of Chicago contracted Thiokol Corporation to operate the Center, it is now completely operated by City Colleges of Chicago.

Community College of Denver (Colorado)

When the Community College of Denver opened in September, 1968, the manpower section of the Colorado State Board for Community Colleges and Occupational Education approached the college administration with program needs. The college was committed to an open-door admission policy and had, as its purpose, the meeting of community needs. With this as its frame of reference, the college agreed to accept the request of the Manpower Section. Pilot operations began at the college in October, 1968. A multi-occupational program was provided as an integral part of the college.



Drafting student at work, Denver Skill Center, Community College of Denver.

MDTA trainees were referred to an orientation, basic education and occupational exploration phase which provided counseling and an assessment of their remedial needs and occupational interests. Once these needs and interests were determined, the trainees were individually programmed toward specific occupation objectives, selected from some fifty occupational offerings of the community college. If training in the chosen occupation

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was not available or offered, the program afforded the option of referral to other public or private training agencies so that training requirements could be satisfied immediately. In either instance, the trainee was placed in occupational courses attended by the regular students, and was never labeled as a disadvantaged MDTA trainee. His deficiencies in educational development were addressed concurrently with occupational training. Remedial courses were directly related to that occupation for which the enrollee was being trained.

This concept presented some difficulties. The foremost task of the project was the implementation of a program with enough flexibility to permit the acceptance of a trainee into an on-going occupational class at any time. Curriculum had to be adapted to provide meaningful experiences for the midquarter enrollee; student-to-student tutoring situations had to be implemented; and supportive staff development workshops had to be established. These were some of the innovations that had to be developed to accommodate MDTA trainees.

Upon meeting the basic criteria at the college, an application for designation as an MDTA Skills Center was submitted. The designation was received in 1970.

Welding instructor and trainee in Combination Welding Program, Wilmington Manpower Skills Center, Delaware Technical and Community College.

Maricopa County Community College District (Arizona)

The Maricopa County Skills Center was established under the direction of the Phoenix Union High School District in 1963 immediately following the enactment of the Manpower Development and Training Act of 1962. The high school district operated the program directly as an auxiliary of the Phoenix Union High School Administrative Office until the summer of 1968. In July of 1968, the high school district requested the Arizona State Department of Vocational Education to release it from this responsibility because of a change in policy concerning the administration of post-high school educational programs. At this time, the State Department of Vocational Education requested that the Maricopa County Community College District assume the administrative responsibility for the operation of the Skills Center and its related manpower programs in the county. The Maricopa County Community College District agreed.

The Maricopa County Community College District operated most of the skill training in the county for the various manpower programs involving the disadvantaged, minorities, the unemployed and the under-employed citizens of the community. The three largest contracts have been with the State Department of Vocational Education, the Arizona State Employment Service Work Incentive Program, and the Concentrated Employment Program. The programs are 90-percent federally funded, and the training funds come from the U.S. Department of Health, Education and Welfare, through the State Department of Vocational Education. The allowances, or stipends, for the trainees come from the U.S. Department of Labor through the Unemployment Compensation Division of the Employment Security Commission.

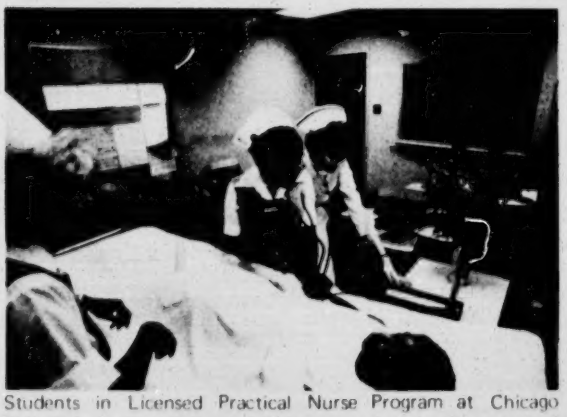
Advisory committees exist in most of the skill training areas. In addition, the college has organized an umbrella-type advisory committee for the total program. Fifteen of the largest community-oriented organizations and agencies were requested to designate a representative to serve on the committee.

Summary

This review of specific experiences of community and junior colleges presently operating MDTA Skills Centers indicates the wide variation in local restrictive and permissive conditions underlying the establishment and operation of MDTA Skills Centers.

VII. Job Training Clusters and Supportive Services

The training offered in MDTA Skills Centers operated by community colleges varies from college to college. The basis for training program development is the character of the demand for manpower in the labor market served by the college. Occupational clusters are structured to reflect this demand.



Students in Licensed Practical Nurse Program at Chicago Skill Center, City College of Chicago, receive closely supervised experience in cooperating hospitals as part of their training.

For example, the San Antonio Skills Training Center, San Antonio Junior College District, offers the following occupational clusters, among other programs:

Clerical Cluster:
- File Clerk
- Clerk-Typist
- Clerk, General Office
- Stenographer

Automobile Mechanics Cluster:
- Service Station Attendant
- Service Station Mechanic
- Car-Care Center Serviceman

Electrical Appliance Serviceman Cluster:
- Air Conditioning Mechanic
- Refrigeration Mechanic
- Heavy Household Appliances
- Small Household Appliances
- Basic Electrical Systems

Automobile Body Repair Cluster:
- Basic Body and Metal
- Body Rebuild and Alignment
- Spots and Fenders
- Preparation, Washing, Sanding, Plugging
- Painting, Grinding, and Polishing

Occupational clusters at Southern Nevada Manpower Training Center, Clark County Community College, consist of:

Clerical Cluster:
- Clerk-General Office
- Clerk-Typist
- Bookkeeper
- Clerk-Steno
- Legal-Steno
- Medical Transcriber

Hotel-Restaurant Cluster:
- Set-up & Dish-up
- Pantry
- Cook's Helper
- Busboy/girl
- Waiter-Waitress
- Coffeegirl
- Food Checker-Cashier
- Posting Clerk
- Front-Desk Cashier

Electrical-Mechanical Cluster:
- Installer-TV
- Electronics Technician
- Field Service Technician
- Bench Service Technician
- Installer-Appliance
- Appliance Repairman
- Refrigeration Appliance Repairman

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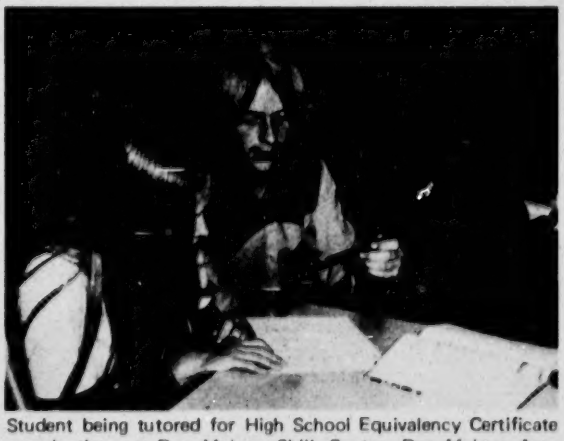
Automotive Cluster:
- Light-Line Mechanic
- Tune-up Specialist
- Brakeman
- Front-End Alignment

Other occupational clusters offered at skills centers in other community colleges include:
- Metal Trades
- Health Occupations
- Building Maintenance
- Social Service
- Child Care
- Carpentry
- Heavy Equipment
- Meat Cutting



Student being tutored for High School Equivalency Certificate examination at Des Moines Skill Center, Des Moines Area Community College.

In addition to training in specific job skills, a comprehensive array of supportive services are provided to the enrollees. The following services offered by the Wilmington Manpower Skills Center, Delaware Technical and Community College, are typical of the supportive services offered by community college training centers:

- Basic Education
- Communication Skills
- Employment and Educational Counseling, and Testing
- Personal Counseling
- A Job Development and Placement Office
- Follow-up of Graduates by Job Developer
- A Pre-Vocational and Job Orientation Program
- A Child Care Program for Trainees' Children
- Other Supportive Services as Needed.

By combining opportunities for training in specific job skills and a wide array of supportive services (as described above) with the possibility of continuing with further education and training in other programs of the community college, enrollees are provided avenues for comprehensive development, thus increasing the likelihood of employability and advancement in the labor market.

Student and instructor checking out earthmover in Heavy Equipment Operator/Repair Program, Wilmington Manpower Skills Center, Delaware Technical and Community College.

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VIII. Summary

The following findings can be summarized from the AACJC study of MDTA programs in community colleges:

1. The philosophy and operating practices of community and junior colleges tend to be consistent with the intent and purposes of the Manpower Development and Training Act of 1962;

2. A large number of community and junior colleges have been operating MDTA programs but there are only a few officially designated MDTA Skills Centers;

3. Advantages offered by community and junior college participation in MDTA programs include: the availability of comprehensive training and education programs under a single administrative structure, extensive support services, economies achieved through the reduction of duplication of training and education efforts, easy access for enrollees to opportunities for intellectual growth beyond the scope of MDTA activities, opportunities for lateral and vertical educational mobility for MDTA enrollees, and the provision of training opportunities for disadvantaged persons in a dignified social environment;

4. Community and junior college organizational approaches to the operation of MDTA range from off-campus operations to the incorporation of MDTA programs as an integral part of the college environment;

5. Of the services necessary for successful operation of MDTA programs, a high percentage of the colleges surveyed showed strength in most services with the exceptions being in job development or job engineering activities and in job coaching activities;

6. Among the problems experienced by community and junior colleges in operating programs under MDTA, inadequate funding and difficulty of providing salaries for instructors between grant periods were frequently cited;

7. Program guides and administrative procedures prescribed by MDTA rules and regulations created operational difficulties for some community and junior colleges;

8. To insure inclusion in local manpower planning activities, a number of community and junior colleges participate in the activities of the Manpower Area Planning Councils – the local extensions of the Cooperative Area Manpower Planning System; and

9. A large number of community and junior colleges, almost 40 percent, either were unaware that they could apply for institutional participation in MDTA activities or were uncertain regarding the procedural prerequisites for such involvement.

On the basis of this study, the project staff prepared recommendations which are summarized below. The primary recommendation is that community colleges presently not participating in MDTA programs explore the feasibility of serving as centers for manpower training.

The additional recommendations are as follows:

1. That colleges currently offering MDTA programs but not officially designated as MDTA Skills Centers initiate discussions with the MDTA agencies to acquire such a designation;
2. That community colleges, either independently or through state community college agencies, work with the state MDTA agencies – the state employment service and the state education agency – to develop state procedures in their respective states to facilitate greater utilization of community college resources in conducting MDTA programs;
3. That community colleges improve their information base for planning purposes by affiliating with local manpower planning councils;
4. That federal agencies, particularly the Department of Health, Education and Welfare, involved in manpower development and training, examine the applicability of their training rules and regulations to community colleges;
5. That federal agencies responsible for manpower development and training (Department of Health, Education and Welfare and Department of Labor) explore ways of providing continuity of funding for manpower development and training programs; and
6. That efforts be continued to improve the channels of communications between Federal and State agencies and the community and junior colleges to maximize the utilization of community and junior colleges as a resource in manpower training efforts.

Clerical Skills students work in audiovisual laboratory at Milwaukee Area Technical College (Wisconsin).

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